

CANADIAN WELFARE



CANADIAN WELFARE

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R. E. G. DAVIS, *Executive Director*

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Cover picture shows a group of recipients of degrees at the Laval Convocation, September 22. Left to right: President Mackenzie of the University of British Columbia, R. E. G. Davis, Father Levesque and Mrs. D. B. Sinclair. Mrs. Davis appears in the centre somewhat behind the "graduating" group. See story page 24.

CANADIAN

WELFARE

VOLUME XXVIII NUMBER 5

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PENAL METHODS

It is with regret that we read the recent announcement that a new maximum security penal institution is to be built by the Province of Ontario. Reform Institution Minister J. W. Foote is quoted as saying that in it there will be no "pampering or frills", no recreation, and no training program.

This plan of the Provincial Government apparently results from this summer's disturbances at the Guelph Reformatory and is given an appearance of reasonableness by the more recent escape of four dangerous inmates from Toronto's Don Jail.

We must ask ourselves whether this "get tough" policy will provide any solution to a serious problem. With no recreation or training program, will this new institution breed anything but bitterness and further crime? Can the failures at Guelph and the Don Jail be blamed on pampering? Does the remedy lie in more secure cell blocks, or in modern methods of treatment and better personnel?

There have been recent riots in the penal institutions in other provinces as well. If these disturbances lead to panic and retrogressive policies the cause of penal reform in Canada may be set back for years. In the 1930's there was a similar rash of riots in the federal penitentiaries. Happily the Federal Government asked the now famous Archambault Commission to look into the causes. The result of their investigations was a liberalization and modernization of our federal penitentiary program, and the riots ended. A similar solution may be open to the provinces.

What we should keep in mind is that every prisoner—with the exception of the few who are executed or who die a natural death in prison—will some day return to society. The population of our prisons remains relatively constant. For every new prisoner admitted another is freed to play his part, good or bad, in society. The crucial question is whether the released prisoner is more suited to social living than he was when he started his sentence. If he is not, his incarceration has been in vain and if, as is too often the case, his imprisonment has made him even more dangerous, society has suffered loss.

The first duty of the authorities is the protection of society from criminals, but the only real protection lies in the reform of the individual

offender. It has been amply demonstrated that punishment and repression do not lead to reform. Reform flourishes best where restraint is at a minimum. The value of open institutions has been shown in Great Britain's borstals, in British Columbia's forestry camps, and in the American federal prison system whose director asserts that fewer than one-third of the inmates are in maximum security institutions. Too few of our prisons have made use of re-training programs for inmates.

WELFARE SERVICES—ORDINARY AND EXTRAORDINARY

In recent months there has been great progress in preparing for the welfare services that may be needed in civil defence in Canada. Local communities are setting up their own civil defence welfare services, with help and guidance from provincial and federal authorities. Already a number of provinces have appointed welfare officers to aid in this work. The civil defence division of the Department of National Health and Welfare is also helping communities in their welfare preparations by providing financial aid through the provincial governments, by issuing policy statements and work manuals, by offering consultation service and, most important of all perhaps, by conducting training courses for welfare personnel.

At this stage many people are wondering how much time and energy should be diverted from regular welfare services to preparation for emergency services. It may help to answer the question if we point out that experience has shown, in England during World War II, in Canada during the Winnipeg flood period, and elsewhere in other disaster relief operations, that emergency organization is not a thing by itself. There is no welfare job to be done in a major emergency that is not done in some degree in normal times: people have to be fed, re-housed if their homes are made uninhabitable, orphaned children have to be cared for, and everyone in need has to have advice about where to go for help and how to use the help that is available. No emergency welfare service can be speedy and efficient unless the regular service is sufficiently good to meet everyday needs.

The special thing about emergency organization is that it has to get ready to do all these things on a larger scale, improvise where certain services are wiped out or were non-existent, and coordinate the work of many organizations which in a disaster find their lines of activity crossing in many unusual ways. We do not know when disaster may strike, or where, or from what quarter. It may be a fire or a flood, it may be an armed attack. But we do know that when these things happen we turn first to the people who have been serving us all along. Our best preparation for the unusual situation is to make sure that our normal social services are well organized and that they have the confidence and can enlist the support of the whole community.

FROM THE EDITORIAL DESK

Our next issue will be a special number on housing. Many of our friends and colleagues have long believed that if we could solve this problem we should be in a fair way to solve many other problems that make life difficult and discouraging for many families. Certainly social workers find that their best efforts in treating family difficulties are of little avail if the families cannot be housed properly.

Of course bad housing is not the sole cause of human problems: there are many other economic and moral factors to be reckoned with. For instance it's impossible to say for sure that Jack is a little law-breaker because his family occupies a house with three other families; or that Mr. and Mrs. X quarrel all the time because Mrs. X can't buy all the food and clothes the children need with the money left over from the rent; or that Ann is incorrigible because her family has moved so much.

We can say for sure that no family can be healthy if it lives in a dark, damp, overcrowded dwelling; that too high a rent is apt to send mother out to work to earn money for other necessities; that it is mighty inconvenient to sleep three or four to a room; and that it's an unhappy thing for brothers and sisters to have to live apart from one another because parents can't find a flat big enough for the whole family.

There are two ways of looking at the housing problem. We can think of it as a problem of clearing up conditions that threaten health and morale, or we can think of it as something much more positive than that. Life is far richer when every family has

a home of its own with privacy, sunshine, running water, cooking equipment, and warmth, near stores, school, and gardens or parks. In December we hope to show what can be done to make homes of this kind possible for many more Canadians than now enjoy them.

CANADIAN WELFARE wants at least 1,000 more subscribers, and not just for the revenue alone. We believe that the only national magazine devoted exclusively to social welfare should be read by everyone who has a share in our work.

We are launching a subscription campaign early in the new year, and will ask for direct help from many of you, especially social agency executives. Even if we don't ask for your help directly, will you please support this campaign by encouraging people to subscribe. Our work at the CWC and your work in your town depends a great deal on having as many people as possible as well informed as possible. Besides we think our magazine is interesting and readable and well worth having in the home.

There is lots of variety in this number of our magazine—all dressed up in its new cover. Don't just read *Across Canada* and *About People* and let it go at that. Read also the articles written by people from Cape Breton to Winnipeg (sorry, no west coast this time!), ranging in subject from the welfare state to a community playground and covering a lot of territory in between. And don't miss the book reviews: they have more than average information to offer.

M.M.K.



**Workers
assembling
electric
cords in a
sheltered
workshop
for the
handicapped.**

A SHELTERED WORKSHOP FOR THE HANDICAPPED

By ALFRED FEINTUCH

Executive Director, Jewish Vocational Service, Montreal

WITH the growing awareness today of the importance of rehabilitating the physically and emotionally handicapped, we feel that our experience in Montreal in establishing a sheltered workshop may be of general community interest.

The Jewish community of Montreal had for some time been considering the establishment of a sheltered workshop for the marginal and "hard core" cases on its relief rolls. All efforts of the Jewish Vocational Service and the case-work agencies to help these clients move into industry seemed of little avail. Generally, they appeared incapable of entering or remaining in industry on a competitive basis. To meet the needs of this group in part, a sheltered workshop was opened on a trial basis in November 1950. Financed by the Federation of Jewish Philanthropies, the work-

shop was to be administered by the Jewish Vocational Service.

Selection of Workers

In line with the purpose of the workshop, the following criteria were established for the selection of workers:

- a) They must be unable to find or keep employment in regular industry because of physical or emotional reasons and must be receiving relief.
- b) They must be able to come to work and return home by themselves.
- c) They must be able and willing to work from 30 to 35 hours per week.
- d) They must have full use of their fingers and hands and must be able to do sedentary work of a very light and simple nature.

These requirements were amended soon after the workshop got under way to include clients whose

physical condition did not allow them to work more than a half day, such as post-tubercular and cardiac cases. Later, a limited number of non-relief applicants were admitted who could benefit from working in the shop and who were otherwise eligible.

Operation of the Shop

From the inception of the sheltered workshop, the following basic principles were laid down affecting its operations:

1. Clients were to be paid on a piecework basis and would receive all the money they earned. With the Federation of Jewish Philanthropies assuming the full administrative cost of running the workshop, all funds received from the production of goods would be turned back to the clients in the form of wages. Just as in the case of other sources of income, the casework agencies would help to budget all earnings in the workshop according to current policy. Of course, such budgets would include extra allowances for lunches and personal incidentals generally granted clients who are working.

2. The workshop would not be used to give employment, even on a temporary basis, to persons who, while difficult to place, were still considered placeable in the current labour market.

3. The workshop would limit itself to doing contract work for manufacturers and jobbers and would not attempt to manufacture for sale. Contract work can be limited to simple operations requiring simple equipment, and does not

involve buying raw materials or maintaining inventories, a sales force and sales outlets.

4. Manufacturers and jobbers supplying work to the workshop must pay at least the same rates as they regularly pay for the same operation in their plants. Wherever possible, a manufacturer or jobber should pay the workshop an additional 10 per cent to 15 per cent to cover his savings in overhead.

Getting Orders

A basic problem confronting the workshop from the start was to get a sufficient number of orders to keep it going on a full-time basis. As it became better known, more orders were obtained of a kind which could be done by all clients of the workshop. Thus far workers have assembled electric cords, set rhinestones by hand and with the use of a simple foot press (provided by the manufacturer), labelled and packaged many different types of articles, covered buttons, and assembled saws, screwdriver sets and an electric sewing machine foot switch.

Our experience up to now has shown that there are almost an

Alfred Feintuch was educated at Brooklyn College and New York University, where he majored in vocational guidance and psychology. He is now completing his work for a doctoral degree. He has served as guidance counselor with the New York City Board of Education and the New York Employment Service, assistant head of the apprenticeship training unit of the U.S. Department of Labour, and training consultant with the United Service for New Americans.

unlimited number of simple operations in industry today that can be performed in a workshop like ours. Even somewhat more complicated operations can often be broken down into their component steps, each simple enough to be handled adequately by a physically or mentally handicapped person with practically no mechanical aptitude.

The Workers and Their Earnings

The clients accepted in the workshop to date have been suffering from a large variety of disabilities; the biggest group was composed of people who were advanced in age; the second major category consisted of cardiac cases. Persons with limited work tolerances, like the post-tubercular and post-operative cases, were not permitted to work longer than the hours of work specified by their doctors.

As was expected, the rate of earnings varied with each worker. Some were unable to earn a dollar a day; others were able to earn at the rate of \$4 to \$5 a day. The majority averaged between these two extremes. It was encouraging to watch some of these people advance slowly but regularly, week after week, from the lower earning levels to the higher ones.

Effects of Sheltered Work on Workers

Although we are still in the early stages of our workshop, we have had sufficient experience to evaluate what has been accomplished thus far. Many people, who were unable previously to find or keep employment, were stimulated by

their experience in the workshop to secure employment either on their own or through our agency. For some, employment in the sheltered workshop helped them face and accept the reality of their own limitations for modern industry which they apparently were unable to do before, despite intensive counseling by both vocational counselor and caseworker. With others, the sheltered workshop experience seemed to bolster their self-confidence and helped them acquire good work habits, enabling them to find and keep a place for themselves in industry.

A substantial number of clients have made a reasonably good adjustment to the workshop on a terminal basis. Because of their limitations, we do not expect that they will be able to work in regular industry again. To these people, the sheltered workshop has proved of great value in improving their morale and self-respect by helping them become productive and partially self-supporting once again. In addition, they enjoy tremendously being part of a group.

On the other hand, a number of the clients referred to the workshop were unable or unwilling to make even a minimal adjustment to the workshop. With such applicants, we do not feel that our sheltered workshop has been or can be of value. However, the experience at the workshop has given their counselors and caseworkers much valuable information about them, their work limitations and their real attitudes towards work.

THE WELFARE STATE AND THE NATIONAL WELFARE*

By LLOYD FRANCIS

Research Division, Department of National Health and Welfare

A RECENT volume described on the fly leaf as a "collection of timely articles" which "gives every indication of becoming a major source of the political philosophy of the Eisenhower-for-President movement", has been edited by Professor Sheldon Glueck of the Harvard Law School, under the above title. Canadians who have more than a passing interest in the current election campaign in the United States will be much interested in the material taken directly from General Eisenhower's speeches. They will be less disturbed by Eisenhower's comments, however, than they will by other articles in the collection which represent a conservative right-wing attack upon the "welfare state" by such men as Herbert Hoover, Senator Byrd, Vannevar Bush, John Foster Dulles, Roscoe Pound, Edwin G. Nourse, Bernard Baruch and the editors of *Life*. An article by Senator Wayne Morse, which might have lent some balance to the series, arrived too late for inclusion.

Selections from General Eisenhower's speeches stand out for their moderate tone, and are quite worthy of being quoted. In his installation address as President of Columbia University, the General

defended education as a process of teaching understanding, not merely techniques, and of building the attitudes which are necessary to the preservation of freedom in a democratic society. On the issue of academic freedom, he added:

"America was born in rebellion, and rebellion against wrong and injustice is embedded in the American temper. But whatever change our rebels of the American past may have sought, they were quick to proclaim it openly and fearlessly, preaching it from the housetops. We need their sort. . .".

Middle of the Road

In this book the middle of the road is defended as being free from the dangers of reliance on government subsidies, from paternalism, from pressures of selfish groups, from class warfare, but not hesitating to use government as an instrument against the excesses of unregulated laissez-faire when necessary. The extracts which do not mention the "welfare state" as such, seem out of context with those from other authors included in the book.

What is the welfare state? Donald Richberg defines it as "a Government which assumes the direct and unlimited responsibility of assuring to all citizens a decent livelihood and financial security against the hardships that may result from unemployment, ill health, disability, or old age".

**The Welfare State and the National Welfare*, a symposium on some of the threatening tendencies of our times, edited, with an introduction by Sheldon Glueck. Addison-Wesley Press, Cambridge, Mass., 1952. 289 pp. Price \$3.50.

Alternatively, Roscoe Pound, Dean Emeritus of the Harvard Law School, defines it as: "The service state, the state which, instead of preserving peace and order and employing itself with maintaining the general security, takes the whole domain of human welfare for its province and would solve all economic and social ills through its administrative activities."

There is no agreement among the contributors of the volume on the general definition of the welfare state, which to one author is identified with the evils of collective bargaining; which to another represents the result of pressure groups all rushing to get their share from the public trough; and to another represents state socialism, state communism, or worse. However, for purposes of argument, Richberg's definition, given above, is something very close to what most of us might accept.

Professor Glueck's introductory article states many points in the case against "Liberalism and the Management of Welfare". The dangers of concentration of power in a single federal government, of over-spending, of destroying initiative through "bribery" of the voters, of the growth of bureaucracy and government activity, are embossed in vivid phrases. The author is led to making some curious judgments. For instance (page 15) we are told that "all social insurance programs in which beneficiaries are not mere passive recipients of doles but self-respecting participants" are ethically good, while public assist-

ance "and the like" are to be "subjected to careful study to determine by unbiased follow-up investigations, whether or not, economically and morally, they do more harm than good to the body politic as a whole." The recent Canadian Joint Parliamentary Committee on Old Age Security, representing all major political parties in Canada, by its unanimous rejection of a retirement insurance program for Canada, lost its economic soul if judged by Professor Glueck's standards.

The Dangers Feared

What are the great dangers which society faces if government enlarges its sphere of activities to protect citizens, through social insurance, income maintenance or service programs, against one hazard or another which would appreciably lower the standard of living of unfortunate groups of people? For one thing the critics appear to be agreed upon the moral dangers of "paternalism". John Stuart Mill's essay, "On Liberty", is cited to show the dangers of allowing "the influence of government over-hopes and fears to be more widely diffused" and converting "the active and ambitious part of the public into hangers-on of the government". Presumably, "paternalism" leads to centralization of authority in a central government, growth of a large army of civil servants and a labyrinth of governmental regulations. The tremendous taxes necessary to support this bureaucratic machine deaden incentives of businessmen and destroy investment in private industry. The wel-

fare state's attack on poverty becomes bribery of the voters by cynical politicians and an immoral act.

The writer, who spent some five years in the United States after the recent War, recalls an evening spent with a student group at the University of Buffalo. The guest speaker for the occasion was the president of a large corporation who spent the entire period of his address talking about the effect of bad government and high taxes on business incentives. Tax confiscation had reached the point, he said, when he simply could not afford to put money into any new idea, no matter how good the proposition looked. It was a case of "heads the government won, tails he lost", since the government would tax earnings at a high rate and he would have to meet all possible losses. After his address he was asked how his business was doing at that time. Had he carried out any expansion since the end of the War? Immediately his mood changed. His business had just had the best year in its history and he had just opened one of the most modern paper mills on the continent. Few of those present gave any sign of tying together these statements with the speaker's previous predictions of gloom and his diatribes against "those people in Washington".

The contributors to the volume under review are mostly older citizens who look with dismay upon the profound changes going on in contemporary America. It is possible to quote from writers as early

as Aristotle vivid passages about the dangers to the youth of that generation and the superior virtues of the older generation. Moral issues are hard to prove or disprove on a purely theoretical deductive plane. Certainly it is very difficult to single out social legislation as the chief cause of moral decline in a generation that has gone through a tremendous war and is currently engaging in a cold war; that suffered from the depression of the 1930's and the prolonged boom of the 40's and early 50's; that has congregated into urban areas and shifted from one community to another at a rate which dwarfs all previous rates of social mobility.

The other line of attack upon the welfare state is an economic one. As a result of high taxes, it is alleged that capital formation will be impeded and the nation impoverished by the squandering of its social heritage. President Hoover cites the per capita figures on government expenditures and concludes that the government in 1950 was taking "over 60 per cent of the people's savings after deducting the cost of a possible decent standard of living". It is difficult to reconcile such forecasts of the effect of government taxation with those of very conservative men like Sumner Slichter of Harvard who predict that as the result of research in industry and new capital formation, output per man-hour will rise more quickly than in the past¹. In addition, the tremendous investment

¹ *American Economic Review*, Vol. XL, No. 2, May 1950, p. 457.

program carried out since 1945 by private industry contradicts Hoover's gloomy forecasts.

The critics are on much sounder ground in attacking the fiscal policies of the federal government which have not checked inflation. Certainly the post-war record in the United States, with budget surpluses in only two years, contrasts very sharply with the situation in Canada where Mr. Abbott's budget surpluses are becoming a by-word. It is true that Canada is not at present committed to a military campaign in Korea to the same degree that the United States is. However it is difficult to avoid the conclusion that military expenditures in the United States represent a very high proportion of governmental expenditures and that if they had been significantly lowered the budget deficits might have been eliminated. Certainly the existence of a budget deficit—whatever the reason for it—creates very serious problems in debt management and credit control generally.

The non-sequitur in the argument is quite clear. We have social welfare expenditures; we have also a deficit in the budget and a continuing inflationary problem. Therefore the social welfare expenditures should be abolished. But what particular expenditures should be abolished? And if we did abolish these, would we still have an inflation with us? To what degree is the inflation the product of the welfare state? To what degree must the welfare state and inflation be associated?

Inflation and Welfare Programs

Inflation is a product of many forces and high among them in influence must be rated defence needs. Ill-advised tax reductions (as Dr. Nourse agrees) can also contribute to inflation. Hastily conceived welfare programs which involve the expenditure of large sums of money could also play their share, but the burden lies upon the critics to name the programs that they feel have contributed substantially to the inflation. Certainly, for instance, the Old Age and Survivors Insurance program which has been building up a Fund through the period has had a deflationary effect, and it is difficult to maintain that unemployment insurance and, for that matter, health insurance, would in themselves be inflationary.

In attempting to get a perspective on the developments of the welfare state, (a term which we venture to predict will be "lived down" and go into history as a term of praise, not of contempt, like the words Jesuit, Methodist, etc.), it is possible to point to a number of trends. The legacy of the Great Depression was a belief that the free market no longer automatically adjusted prices and employment to the best of all levels in the best of all worlds. It has become clear that government fiscal policy does have an effect upon prices and employment, and that a policy of "laissez-faire" or the "government which governs least, governs best" is simply not good enough for the time. With this change in beliefs about the possible

effectiveness of government action has come an enlargement of the duties of government. Part of these duties include social measures to relieve poverty and misfortune. It is extremely difficult to see the period since the great depression, the greatest and most sustained boom America has ever known, as the fulfilment of the dire predictions that the consequences of increased social expenditures would be disastrous. Productivity and private investment are increasing at rates which have never been exceeded as far as we know. Is it not possible that the welfare state has contributed in part to better health, to better incentives, and to a more energetic population in spite of the gloomy forebodings of the critics?

This is not to say that there are no real problems in social policy today. On the contrary, long-run inflation, whatever its cause, is a

real problem. Just how much inflation a nation can stand is open to some questions: societies like Brazil and Spain, after the discovery of the New World, went through continuing inflations over decades and even centuries. Such a prospect does not appeal to many of us since it will inevitably discourage individual savings and create gross inequities in wages and income. The critics who view with alarm are on much firmer ground when they argue the need for sound fiscal policies, than when they talk about the "inevitable" results of high taxes and welfare state spending. We may then bring to their attention the friendly invitation extended by the *Financial Post* for our American friends to come north of the Border and enjoy the benefits of Canadian high taxes, sound fiscal policy and Mr. Abbott's budget surpluses.

Coming Events of Interest to Council Members

November 19. Chests and councils workshop for small and middle-sized communities in Ontario. Subject: Budgeting the Chest Dollar. Auspices Community Chests and Councils Division, Canadian Welfare Council. YM and YWCA, London, Ontario.

December 14 to 19. Sixth International Conference of Social Work, Madras, India.

January 23 and 24, 1953. Midwinter meeting of Community Chests and Councils Division, Canadian Welfare Council. Subject: Social Welfare in 1953—a Partnership of Government and Citizens. King Edward Hotel, Toronto.

May 27 to 29, 1953. Annual Meeting of the Canadian Welfare Council. Chateau Laurier, Ottawa.

TREATMENT OF ALCOHOLICS IN ONTARIO PRISON

*By A. R. VIRGIN
Director of Reform Institutions, Ontario*

On September 17, 1951, Major the Honourable John W. Foote, V.C., Minister of Reform Institutions for Ontario, presided at the opening ceremony of the Alex. G. Brown Memorial Clinic for the treatment of alcoholic prisoners at the Ontario Reformatory, Mimico. The establishment of this clinic was a major advance in penology in Ontario. Its name is that of the late Superintendent of the Mimico prison, who gave so much of his time and energy to the promotion of the scheme, but who passed away suddenly before its opening.

The Reformatory at Mimico receives short-term prisoners over 21 years of age who have previous records. A considerable number of these serve short terms for Breach of the Liquor Control Act. Many appear to be alcoholics who have been in jail and reformatory again and again, only to go on a bender once more when released. At the beginning of their drinking careers, these chaps tried to laugh it off, but as they got older, they no doubt worried over inability to hold a job and the serious disruption which developed in their homes. In time, they wound up in 'skid row', pitifully apathetic to a situation over which they found they had no

control, and with their basic problem unsolved.

It was this which prompted the Department of Reform Institutions of Ontario to inaugurate a treatment plan experimentally to find out what might be done to resocialize and help many of these men to become good citizens again, mentally and physically integrated, and not using alcohol.

Enquiry revealed the fact that there was no scheme within a reform institution anywhere on the Continent upon which to draw for guidance and advice. It would, therefore, have to be an entirely new venture. True, there was much information available on methods of treatment of alcoholics and it seemed wise to make use of this. A great amount of data had been gathered by the School of Alcohol Studies at Yale University, and it was here that the Minister and officials of the Ontario Department went for help with their problem. The Department has since sent three of its psychologists and three rehabilitation workers to the Summer School of Alcohol Studies in preparation for the implementation of its own treatment plan within the Department.

It seemed that the logical place for a clinic should be at Mimico Reformatory, because of the large

number of alcoholics annually sent to the Institution. The scheme would have a better chance of success if prisoners selected could be moved from the prison atmosphere to a separate unit in which they could be given an intensive course of therapy, and from which they could be discharged at the end of their sentences.

Fortunately, a suitable building was available on the property some distance from the main institution. This has been completely revamped into an attractive self-contained small hospital, with dormitory accommodation for 30 patients. There is nothing to remind the men of a prison. The single beds have comfortable mattresses, attractive counterpanes, bedside tables and bed lamps. There is a well-equipped dining-room with modern plastic-top tables, each of which accommodates 4 patients. There is a commodious library, a well-equipped common room and a small chapel in which there is an altar, and to which men so inclined may go for meditation.

It was recognized that all persons whose main problem is due to alcohol would not be suitable subjects for treatment. Mental defect, for example, would seriously preclude the probability of success. The extent to which the patient admits that alcohol is a problem he cannot successfully cope with alone, and whether or not he desires help, is a major consideration. It appeared too, that preference should be given patients within an age range which had been found to be

the optimum for best results. Selection is, therefore, made of those who desire help and who are physically and mentally capable of profiting by the treatment.

Where drugs (Antabuse) are prescribed by the Medical Officer, they are administered, of course, only with the patient's written consent after he has been advised of any probable reaction of those drugs. The Medical Officer acts in conjunction with Medico-psychiatric consultants, two of whom are members of the staff and leaders in the field of alcohol therapy.

The course of treatment includes intensive studies of the nature of alcohol and its effects on the human body, methods of control, psychotherapy, group therapy, auto visual aids, etc. Objectives are interpreted to relatives of patients and employers to ensure post-discharge co-operation.

The program includes work, re-creation, religion, and planning for release to a community.

Rehabilitation officers carefully assess the housing, employment and financing needs of the patients and arrange for placement, prior to discharge. Then begins the testing period.

It should be said that a condition of acceptance for treatment is the agreement entered into by the patient to co-operate in every way with the Rehabilitation Officers during the post-discharge period. If he is under Antabuse therapy, he carries an antabuse card on which are printed directions for emergency measures should the patient

unwisely take a drink and become violently ill as a result. The card contains the phone number of the Clinic, from which help may be obtained day or night.

It will be seen that after-care staff have the heavy end of the work. They must find suitable jobs and living quarters for many who have been homeless and jobless. They must maintain contact and exercise supervision, particularly during the early post-discharge period. They must see that further treatment is available for those who lapse from sobriety.

As of August 23, 1952, 224 patients have been discharged. Of this number, 81 have had relapses, and 26 have disappeared but so far as can be ascertained have not been recommitted.

Since the opening of the clinic it has been the practice to conduct a monthly review of the progress of patients who have been a month or longer back in society. This is plotted on a Recovery Scale for Dependent Drinking:

1. Recovered (4 years—no dependence on alcohol).
2. Socially recovered (2 years—no dependence on alcohol).
3. Much improved (1 month to 1 year—no dependence on alcohol).
4. Somewhat improved (after 1 month).
5. Unimproved.

Since the Alex. G. Brown Memorial Clinic has been in operation for only one year, the first two sections do not apply. At the August 1952 Review Board Meet-

WANTED
For Family Division
Catholic Welfare Bureau
Toronto

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ing, 41 per cent were classified as in groups 3 and 4, and 59 per cent in group 5.

A spot check on 41 patients who had maintained sobriety for a period of 4 months at an average monthly wage of \$150.00 indicated a total wage income of \$24,600. Had the same group been kept in institutions for the same period, the cost to the State, at an average per diem rate of \$3.00, would have amounted to \$14,760.00. This latter sum, of course, does not take into consideration costs incurred by police, courts or welfare agencies.

It would seem that the clinic has already amply justified its existence.

WHAT THE COUNCIL IS DOING . . .

The cover of the Annual Report has caused some comment, most people saying "What does it mean?" The answer, according to both John Crabtree, the artist, and David Crawley, who was art director on the job, is "nothing". The cover is entirely non-objective and is not designed to make you think of happy children at play or vast social security programs. It is just a cover, with the single purpose of trying to make you look at the Report. Of course, for those of you who want to really delve into symbolism, you might say it gives the effect of balance, equilibrium amidst moving weights, and perhaps even mystic nodality. (All this, claims the artist, is the Canadian Welfare Council!) Mr. Crawley says he can now die happy as for a number of years he has wanted to put this type of cover on some Council publication. John Crabtree has designed a number of covers and folders for the Council, among them the covers for **RESIDENCE AND RESPONSIBILITY** and **JUVENILE COURT IN LAW**, the new "Key" folder used by the Council in some of its mail publicity, and the corporation folder for the Community Chests and Councils Division. The cover of **RESIDENCE AND RESPONSIBILITY** is, like the Annual Report cover, non-objective, but it is not entirely non-representational as it contains as one element an easily recognized house. The symbolism arises from the tortuous path that leads from the house, symbolizing, of course, the

tortuous twists and turns and barriers, arising out of our obsolete residence laws and restrictions. Mr. Crabtree's work is frequently found in **CANADA'S HEALTH AND WELFARE**, published by the Federal Department of National Health and Welfare, and in various other government and commercial publications.

The housing shortage, in which the Council has had a professional although perhaps somewhat academic interest for a number of years, has finally caught up with us. For the past few months we have seen it coming—more and more staff doubling up in one office, more and more books piled in the halls, the very floors sagging under the load. This spring it became evident that the situation would be intolerable by fall. We have therefore rented the second floor of a converted house directly behind our present offices. If you come to call, the address is 184 Lisgar Street, and there you will find the staff of the Child and Family Welfare Divisions. If you are telephoning the phone number is still the same, and the mail address is still 245 Cooper Street. This particular expansion, of course, is only temporary, and the Building Committee is working on plans for a new and permanent building. •••

In the last issue of **CANADIAN WELFARE**, Leonard Headley, Toronto, Public Relations chairman of the Community Chests and Councils Division, outlined the

massive publicity program in aid of the Red Feather campaigns. Since his article was written an interesting statistic has turned up: over 1,000,000 units of publicity material were distributed by the Division to the chests. The range of items (24 in all) ran from tiny metal Red Feathers to giant outdoor billboard posters, from 30-second radio spots to a sound film.

Besides its support of the Red Feather drives, the Division has not by any means ceased its other activities. During the summer it printed a leaflet carrying the chest message to the heads of Canadian corporations. This was distributed to the community chests for mailing to local businessmen. The Division itself sent out five hundred copies to the presidents of national corporations. The leaflet mentions some of the reasons why social services are not only needed more but cost more these days, and goes on to indicate how the chest method of financing ensures strong voluntary welfare services. Two hard-hitting statements on the advantages of federated fund raising are included under the signatures of Irving P. Rexford, president of Crown Trust Company, and Trevor Moore, director of Imperial Oil Limited. Both Mr. Rexford and Mr. Moore are ardent supporters of community chests and they speak to fellow businessmen with both enthusiasm and logic. •••

Another very active project of the Division is the Labour Participation Committee. Carl Reinke,

Montreal, past national chairman of the Division, heads it up and the membership includes representatives from the chests and councils and from the major national labour organizations. The committee now has a table-top display outlining the advantages of increased participation by organized labour in community welfare activities and it has produced a small leaflet as a companion piece. The display was sent recently to the national conventions of the Canadian Congress of Labour, in Toronto, and of the Trades and Labour Congress of Canada, in Winnipeg. The leaflet was of an experimental nature but was well received and is now undergoing revision and will be republished in a somewhat larger and more ambitious form.

Another summer project was the production of 12 five-minute radio transcriptions by John Fisher. These are now being distributed by the Division for year-round use by chests and Councils. Mr. Fisher's appeal is too well known to need promotion here and it is expected that these records will be heard this year from Victoria to Halifax. The scripts were written by Mr. Fisher and are an excellent, warm, human interpretation of health and welfare work. •••

The Committee on Function and Organization has taken into itself masses of data and hundreds of suggestions, observations, predictions, criticisms, compliments, and points of view and has produced a memo outlining possible future

lines of discussion and raising some of the basic questions that must be examined. This memo has been sent to all the Division chairmen and they are taking steps to have it adequately discussed by their members. The Divisions have been requested to have their reports ready by the beginning of February. Council members will be interested to know that the committee found the "Hearing" at the June Annual Meeting most helpful. It fully expects that the Division discussions will produce further challenging and constructive comments. Plans are also being made to consult organizations outside the Council.

• • •

The Council is planning to ship a number of its publications to the December International Conference of Social Work at Madras, India. The books and pamphlets will be on exhibition at the Conference and will remain in India to be permanently available to interested persons. This project is being arranged by the (United States) National Conference of Social Work in co-operation with the State Department.

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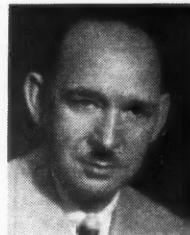
Mrs. Jeanne Langlois, Montreal, new chairman of the Family Welfare Division

Percy Dean, Montreal



Mr. Lucien Massé, Hull, new chairman of the French Commission

Roy



Three of the Council's Divisions and the French Commission start the program year with new chairmen.

Lucien Massé, Hull, P.Q., has replaced Jean-Marie Guérard, of Quebec City, as chairman of the French Commission. M. Massé has been active in the Council's program for some time. He is president of Lucien Massé & Co., Hull, chartered accountants, and is a member of the board of directors of the Provincial Bank of Canada. He is a past president of the Hull Social Service.

Mrs. Jeanne Barabé Langlois is a Montrealer by birth and residence and takes over as chairman of the Family Welfare Division after considerable experience in Montreal social agencies. She took the two-year course at the Montreal School of Social Work and for five years after 1941 she was executive director of the Bureau d'Assistance Sociale aux Familles. After she left in 1946 she remained as a board member and later became secretary of the board. Outside social work, Mrs. Langlois has had experience in radio and magazine writing. For some time she was responsible for a family relations clinic in one of the Montreal daily newspapers.

Reverend D. Bruce Macdonald, Ottawa, is now the chairman of the Delinquency and Crime Division. He is the Minister of Westboro United Church and is very active in community work in that neighbourhood. At one time he was chaplain of Stoney Mountain Penitentiary.

Stuart M. Philpott, national chairman of the Community Chests and Councils Division, is a member of a family well known in Canadian social work. His sister, Florence, is executive secretary of the Toronto Welfare Council. Mr. Philpott is also president of the Toronto Big Brothers Association and secretary of the Toronto Kiwanis. At various times he has been chairman of the Public Relations Committee of the Toronto Community Chest, president of the Toronto Advertising and Sales Club, and vice-chairman of the Toronto Welfare Council. He has been active in the Com-

munity Chests and Councils Division for several years, serving as chairman of the Division's Public Relations Committee last year.

As we welcome these important volunteers to their new posts, we would also like to thank the retiring chairmen for their valuable services. Carl Reinke, Montreal, is still

**Reverend
D. B.
MacDonald,
Ottawa,
new chairman
of the
Delinquency
and Crime
Division**

Newton, Ottawa



**Mr. Stuart
Philpott,
Toronto,
new chairman
of the
Community
Chests and
Councils
Division**



active in the Community Chests and Councils Division as chairman of the Labour Participation Committee. Norman Borins, Toronto, has promised that he will give his legal advice whenever needed by the Delinquency and Crime Division. Samuel Cohen, Toronto, past chairman of the Family Welfare Division, is continuing his active social work interests in his home city. M. Guérard, of course, has relinquished the chair of the French Commission only to take on added responsibilities as Council president.

• • •

At the moment of going to press we learn of the death on October 22, of Mr. F. N. Stapleford, General Secretary of the Neighborhood Workers' Association, Toronto, a former president of the Canadian Welfare Council.



ACROSS CANADA

Parliament Hill

All provinces but Newfoundland have now turned in their health surveys to the department of national health and welfare. The studies, financed by federal grants, were begun two years ago.

Latest of the reports to be received in Ottawa are those of Quebec and Manitoba.

The 10-volume Quebec survey includes a detailed inventory of the province's health services, and recommends establishment of 24 major health districts to co-ordinate work of existing and proposed local health units. Each district, the report suggests, should have its own senior medical officer and public health nurse, tuberculosis clinician, dentist, mental health nurse and technicians.

The Quebec report notes the continuing shortage of hospital beds and expresses the hope that the federal and provincial governments will continue to foster construction of new hospitals at strategic points in outlying areas. It is also suggested that at least one hospital in each of the proposed health districts be equipped to look after cases of chronic illness.

Private cancer institutes, assisted with public funds, should continue to direct cancer research and technical work at the three Quebec medical colleges, the report says, but the province should consider special financial assistance to needy victims and their dependents.

On mental health, the report suggests establishment of mobile clinics to travel about the province offering free diagnosis and guidance. Other mental health suggestions: subsidization of small private institutions caring for older mental cases; more schools for mentally-retarded children; increased hospital services for epileptics; closer and more frequent study of mental hospital patients to determine curability; and more mental hygiene instruction in Quebec schools.

Among the many other recommendations of the Quebec report: establishment of a dental faculty at Laval university; more encouragement to girls wishing to enter nursing; opening of a new branch of the provincial health department to co-ordinate private and voluntary health organizations; increased federal and provincial assistance to persons taking public health training. • • •

Principal interest in the Manitoba report centred on its recommendations concerning national health insurance. The Manitoba survey committee gave qualified approval to an insurance plan, subject to priority being given to other preventive medical services.

In a covering letter with the report, Hon. Ivan Schultz, Manitoba's health and welfare minister, emphasized that the recommendations in the report were those of the com-

mittee and did not necessarily represent provincial government policy.

The Manitoba committee endorsed the type of health insurance plan advanced in the "Green Book" proposals of the 1945 federal-provincial conference. Such a plan, the committee said, should be contributory "for all who are able to subscribe", and provincially administered. The committee thought any plan should be put into operation gradually and should be flexible enough to avoid the pitfalls met in other countries. It suggested consideration should be given to the potential role of existing voluntary insurance organizations (in Manitoba, the Blue Cross and the Manitoba Medical Service). •••

The other seven provinces reporting earlier were divided on the question of health insurance. Only two, Saskatchewan and Alberta, favored immediate action. British Columbia suggested more study of the various types of insurance, with consideration given to a plan which would cover certain groups of the population, starting with children.

The three Maritime provinces argued for more hospitals, doctors and nurses before embarking on new health schemes. Of all the provinces, Nova Scotia was the most outspoken in its opposition: "Neither the federal nor provincial governments need look for new worlds to conquer," the Nova Scotia report said. "Each still has a great deal to accomplish on the present public health front."

The Ontario report contained no recommendations on health insurance. •••

Whatever the Government's plans may be, its official attitude toward health insurance is to wait until defence costs fall off and hospital facilities increase. The policy has been

enunciated on several occasions recently by the prime minister. During his tour of Western Canada, Mr. St. Laurent said the administration did not propose to undertake obligations which it could not honor. Health insurance, in other words, would have to wait until there are adequate numbers of doctors, nurses and hospital beds to meet the demand.

The principle of national health insurance, worded in different ways, appears on the platforms of all national political parties; its implementation seems to be a question of type and timing rather than of pro and con. •••

Welfare aspects of civil defence were discussed during September at a conference of about 50 CD officials from across the nation. Principal task of welfare workers in a national emergency was defined by conferees as one of helping the population to "stay put and fight it out."

Hon. Paul Martin, minister of health and welfare, told the conference of some of the achievements to date in organizing CD programs across the country. A small CD welfare planning committee is at work in Ottawa, and several provinces and cities have appointed CD welfare officers in recognition of the need for separate planning in this work.

CD Welfare workers would be responsible for the wide range of follow-up tasks after an attack: co-ordination of food supplies; emergency housing; evacuation control; transportation and communications. Importance of recruiting welfare workers now and of selecting emergency welfare centres (such as the Winnipeg Auditorium during the Red River floods) was emphasized at the meetings. •••

General News

National Committee on Disabled

The new National Advisory Committee on Rehabilitation of the Disabled held its second meeting in Ottawa from September 23 to 25. The chairman, Dr. C. F. McNally, former chancellor of the University of Alberta, struck the keynote for the meetings when he said that the period of broad examination of the problem was over and the time had come for positive action on specific objectives. Mr. Ian Campbell, the national coordinator of civilian rehabilitation services, reminded the committee that at the meeting of the national advisory council on vocational training held a few days before, it had been said that the \$17,000,000 Canada had invested in advanced training for veterans of the last war would likely be returned to the nation in the form of income taxes by 1955. Similarly, he said, money spent on the rehabilitation of the handicapped would be returned; or in other words the money is not spent, but invested.

Resolutions leading to the development of a "master plan" and designed to get under way as quickly as possible the national program for rehabilitation of the civilian handicapped in areas of activity where the need was greatest and where efforts would have an immediate and practical effect, were passed by the committee at its final meeting. The executive committee commissioned the national coordinator to draw up a draft plan to be ready for an executive meeting on November 8.

In the resolutions stress was laid on the importance of improving the qualifications of the staff of the Un-

employment Insurance Commission as well as adding more staff to find jobs for the seriously handicapped. One resolution suggested that federal grants should be made available to help carry out provincial programs of rehabilitation. Another recommended that the ILO report on rehabilitation should be studied so that plans made for Canada will be in accord with international standards.

WVA Recipients' Employment An arrangement has been completed with the Department of Veterans Affairs under which Local Offices of the Unemployment Insurance Commission, commencing August 1, 1952, would assume the placement in suitable employment and the payment of appropriate War Veterans' Allowances to War Veterans' Allowance recipients who are sixty years of age and over, but who feel that they are still capable of light or intermittent employment suitable to their age and physical condition.

Adjudication and administration of War Veterans' Allowances will, as in the past, remain with the District Authorities of the Department of Veterans' Affairs. However, Local Offices of the National Employment Service will assist the Department of Veterans Affairs in carrying out the provisions of the new War Veterans' Allowance Act by processing the registration and placement of veterans in employment, and will pay adjusted allowances at the end of each month. In addition, the Employment Offices will assist the Department of Veterans Affairs in the distribution of information and application forms, etc.

Anti-Discrimination Clause

The Federal Government has ordered the inclusion in all contracts made by the Government of Canada, for construction, remodelling, repair or demolition of public buildings or other works, or for the manufacture and supply of equipment, materials and supplies, a clause prohibiting discrimination by a contractor in the employment of labour in respect of race, national origin, colour or religion.

Civil Defence Grants It was announced at the recent civil defence welfare conference in Ottawa that the Federal Government is introducing a system of civil defence grants. They are primarily intended for the extension of present services and the provision of new services, but may be used to cover the cost of programs established subsequent to April, 1, 1952 but prior to the time the grants become available.

Civil Defence Cost-Sharing The first province to take advantage of the new program of federal-provincial civil defence cost sharing is Saskatchewan, which has submitted four projects that will cost an estimated \$88,000. The province will match a federal grant to initiate training programs in the health and welfare aspects of civil defence. A full-time medical director and a full-time welfare officer will be employed to organize civil defence health and welfare programs in the various districts of the province.

Manitoba is the second province to take advantage of the federal government's offer to match provincial civil defence expenditures. Federal approval has been given to five

projects submitted by Manitoba under the program of federal-provincial cost sharing for new civil defence projects. These entail a total outlay of \$83,600, and Manitoba qualifies for half that amount out of the fund of \$1,445,000 which the federal government has undertaken to contribute this year for approved provincial civil defence projects. The projects include \$15,675 to provide for the employment of a medical officer, a welfare officer, a nursing co-ordinator and staff to assist them.

Probation Officers' Association A week-long conference for probation officers was arranged by Mr. Dan Coughlan, the new director of probation services for Ontario, and held at the Ontario Provincial Police College, Toronto, from September 8 to 12 inclusive, and a new organization for probation officers was formed. There was no formal statement of purpose set down at the conference, but broadly speaking the objectives are: to promote closer coordination of probation work now being done in juvenile, family, magistrates' and other courts of the Province, and to provide a medium for the exchange of ideas on policy, procedures and problems among people doing probation work.

The people named to the executive have an acting capacity only and are requested to prepare a draft constitution for a Probation Officers' Association for another meeting to be called if possible within the next twelve months.

Another new association in the correctional field in Ontario is the Juvenile and Family Court Judges' Association formed on September 12 in Toronto. Judge Helen Kinnear of the Haldimand County Court is the first president of this organization.

Increased Payments to Doctors A 25 per cent increase in payment for medical service for all public assistance cases in Ontario were announced in September by the Minister of Public Welfare. Agreement has been reached with the Ontario Medical Association to pay the association \$1.05 monthly for each person receiving old age assistance, blind persons' allowances, disabled persons' allowances, mothers' allowances and unemployment relief.

Grants for Alberta Aged and Infirm Grants equivalent to half the cost of maintaining aged and infirm persons in licensed homes for the aged are paid by the Department of Public Welfare to Alberta municipalities. The grants which cover half the food, shelter and bed services provided by the home amount to 90 cents a day for up-patients, \$1.50 a day for bed-patients requiring no special attention, and \$1.85 a day for patients requiring special attention. When clothing is supplied by the municipality, the Department of Public Welfare provides a grant up to a maximum of 60 percent of the cost.

Aged patients receiving Old Age Security or Old Age Assistance or any other form of pension or allowance, are required to give their monthly pension or allowance to the home in which they are housed or to the municipality, keeping \$5 a month for personal comforts. In these cases, the provincial government grants are based on the net cost to the municipality of maintaining these patients. Patients with cash assets also are required to pay their own maintenance.

Alberta Maternity Aid Financial assistance to mothers who give birth to their children at home or in hospitals which have not signed agreements with the Department of Health now is provided by the Alberta Government.

Before April 1, 1952, maternity benefits were available only to women who were confined in approved Alberta hospitals and some private hospitals and nursing homes which had signed agreements with the provincial government.

Mothers who have their babies at home are entitled to a grant of \$40 to cover the costs of confinement. All applicants are asked to do to qualify is to write the Division of Hospital and Medical Services, Alberta Department of Health, Edmonton, giving the name and date of birth of the child.

Hamilton Activities The public relations committee of the Hamilton (Ontario) Council of Community Services is working on a booklet on welfare services to be used as a teaching aid in the city's elementary and secondary schools. The social studies committee of the Board of Education is cooperating in this project. Union leaders and personnel workers have asked that enough copies be printed that it may also be used as a reference book for shop stewards and other counsellors.

McMaster University, with the Hamilton PR committee, is undertaking a public opinion poll to discover what citizens think of their welfare services. A questionnaire is being prepared with professional advice from a marketing research firm, and sociology students will be instructed in the proper way to conduct interviews.

LAVAL University, Quebec City, celebrated its hundredth birthday this year. Among its many contributions to learning is its famous work in the social sciences and their application to problems of social life in our time. In recognition of the importance of this field of scholarship and activity, and to honour people who have served with distinction in it, Laval has established an honorary doctorate in social science. At the centennial convocation, the crowning academic event of the centenary celebrations, it conferred this degree upon eight people whose work is of national and international influence, among them three Canadians: Mrs. D. B. Sinclair, executive assistant to the Deputy Minister of Welfare in the Department of National Health and Welfare, chairman of the United Nations International Children's Emergency Fund, and from 1950 to 1952 president of the Canadian Conference on Social Work; R. E. G. Davis, executive director of the Canadian Welfare Council, founder of the Canadian Institute on Public Affairs, and formerly director of the Canadian Youth Commission; and Dr. Norman Mackenzie, president of the University of British Columbia, who was a member of the Royal Commission on National Development in the Arts, Letters and Sciences, and a member of the Canadian Youth Commission. The honorary degree of Doctor of Laws was conferred at the same convocation upon the Honourable Paul Martin, Minister of National Health and Welfare, and the Honourable Paul Sauvé, Minister of Social Welfare and Youth for the Province of Quebec, two other notable Canadian leaders in social welfare.

Mrs. D. B. Sinclair receiving the diploma from Archbishop Roy of Quebec.

(Photo Moderne, Quebec)

LAVAL HONOURS LEADERS



*The Honourable
Paul Martin
signing the
golden book after
receiving the
degree.*

(Photo Moderne,
Quebec)



ERS IN SOCIAL WELFARE

ble
after

R. E. G. Davis
and Father
G.-H. Levesque,
dean of the
faculty of
social sciences
at Laval Univer-
sity, after the
convocation.



The Crisis in the Manitoba School of Social Work

By MAYSIE ROGER

Assistant Professor, School of Social Work, University of Manitoba

HERE are philosophies of social change that maintain that periods of crisis, though uncomfortable for all concerned, are periods of growth. The very anxiety that accompanies crisis contributes pressure that results in change and development. Whether such change is towards improvement depends on the use made of the crisis situation.

There is no question that the recent closing of the Manitoba School of Social Work was a crisis. Nor is there any doubt that anxiety was present. The organizations that contributed to the setting up of the school nine years ago were worried. Students who had been planning during their four undergraduate years to register for social work were anxious, and so were staff. Graduates and present students realized that should the school close, they would hold a degree from a defunct school. There was anxiety in the agencies and government departments who had been counting on a steady stream of graduates from the prairie school to man their staffs.

Support and Opposition

How this crisis was used not only to restore the Manitoba School, but to establish its two-year course, and to rouse community interest in and understanding of training for

social work, is a story worth telling. There was a demonstration of support for social work in the community stronger than even social work's most optimistic supporters had anticipated. At the same time there was strong opposition in certain quarters to the continuation of social work education as a part of the university curriculum, on the grounds of the high cost per student trained. How far this opposition was also determined by a general objection to the growth of welfare services, and how much by a lack of knowledge of what the trained worker really does, is difficult to say. The extent to which these opposing voices speak for influential groups in the community is a question of vital importance not only to all schools of social work, but to everyone interested in effective social welfare services.

Development of Manitoba School

The Manitoba School of Social Work was established nine years ago at the request of the community and with community participation in the financing. The Winnipeg Foundation, the Junior League, the Provincial Department of Health and Public Welfare, all contributed money during the first years of the school's life, some of them continuing their contribution

to the present time. The school began with a full-time staff of two, with other instructors drawn from the community. But ever since its inception it was understood that the goal was a two-year school, and developments have been shaped towards that end.

A review of the school's position in the university and in the community was made by the American Association of Schools of Social Work at the time the school was being considered for membership in this association, which is the official accrediting body. As a result of the study the school was accepted into membership in January, 1949. A letter from the Association addressed to the President of the University in March, 1952 stated: "It was only three years ago that the Association accredited your school. One of our standards for accrediting . . . is that there must be assurance of financial stability and interest and support by the university sponsoring the school. We had every reason to believe that we had such assurance. . . ."

The full-time teaching staff has grown from two to four. In January 1952 the unit supervisors were made part of the full-time university staff although part of their salaries continues to be paid by the agencies. The most recent addition to the staff came in December, 1951. So much greater then, in the light of such steady development and such recent expansion, was the shock of the announcement that the school would be closed.

How Closing Was Explained

The decision of the Board of Governors to close the school was announced through a release to the press on Saturday morning, March 22. The staff was notified only a few hours before reading the news in the press.

The reasons given by the Board for its action were rooted in purely financial matters. The University's budget had been cut; the university receives a smaller grant from its provincial government than any other of the prairie universities; social work was the most expensive course on a per capita basis in the university; it was a one-year course and could be cut without affecting other courses.

The Community Rallies Round

Five days after the Board's announcement the Welfare Council of Greater Winnipeg called a public meeting of representatives of organizations interested in the school to decide what should be done. With only two days' notice, 62 organizations sent representatives to the meeting, many of them from points outside Winnipeg and from rural areas. A Committee for the Continuation of the School of Social Work was set up with Mr. A. V. Pigott, at this time President of the Community Chest and for long a leader in welfare circles, as its chairman.

It is probably not necessary to trace in detail all the steps taken by this committee. It held 36 meetings, besides many formal and informal conferences with members of the Government, members of

the Board of the University, heads of agencies and representatives of community groups. No one knows how many private telephone calls and conversations and interviews were conducted by private citizens who were worried about the school and what was happening in the university, and who were determined that something should be done about it. One of the most impressive things about the movement to re-establish the school was the breadth of the interest that was aroused, and the way it persisted through discouragements and disappointments which would normally have caused a group to disintegrate. All this happened at a time of year when people are tired from a winter's activity and when agencies usually find that it is hard to get sustained interest from the community. Yet people responded at a few days' notice to all sorts of requests for their support.

There were three public meetings in all and each one represented more community groups than the last. At the final meeting ninety-six groups were represented. Many people came from outside Winnipeg, and quite a number represented influential rural groups. In addition to the support given at this meeting many of the groups took independent action. Many organizations either wrote or wired the Government or the Board of Governors, or passed resolutions in their meetings urging the re-establishment of the school. Such groups ranged all the way from boards of private

agencies to women's associations of local churches, and included women's institutes, the Union of Rural Municipalities, the Union of Urban Municipalities, the Manitoba Medical Association, the Girl Guide Association, the City Council of Winnipeg, the Provincial Council of Women, the Manitoba School Trustees Association, the Council of Churches, and many others; to say nothing of the many letters which came from individuals throughout the province and Canada.

In the face of so much strong and widespread support it seemed impossible that the school would not be re-opened, but as the weeks passed even the most optimistic wondered if their faith had been misplaced. Nine weeks elapsed between the announcement of the closing of the school and the word that it would be re-opened. During that time the school committee tried everything in its power to show the Board of Governors the importance of the school for social work on the Prairies and the importance of maintaining welfare services in the community. The Board stood firm on the ground that they had closed the school for financial reasons only, that their budget had been cut and they had to economize.

Money Problem Solved

At one point the school committee had been led to believe that if it could get enough money to run the school for a year, the Board would re-open the school. This money was secured from the Com-

munity Chest, the Jewish Welfare Fund, the Winnipeg Foundation, the Provincial Department of Health and Public Welfare and the Attorney General's Department. The committee brought this guarantee of money to the Board. The Board, however, would not accept it. It implied that either it must have assurance that this contribution of funds would be made on a permanent basis or it must have from the Provincial Government not only the money for the school, but the full amount by which the University budget had been cut. This was on May 14th.

At this point the Committee decided that there was nothing further it could do and that the re-opening of the school rested with the Provincial Government. Representatives from the Committee waited on members of the Cabinet and placed the matter before them in the strongest terms, drawing their attention to the strength and breadth of the community's expression of its wish to have the school re-opened.

The Crisis Grows More Perplexing

Days and weeks passed and still no announcement was made, although it was known that negotiations were going on between the Cabinet and the Board of Governors. The Committee was perturbed about a number of things. How many students could be expected to register for the school if there was much further delay? (After the announcement of the closing of the school applications had ceased al-

together, at a period when applications are normally at their height). How long could the Committee expect the staff to hold on and not accept offers of jobs elsewhere? And how long could it hope to hold community interest at this peak of intensity?

Finally the Committee decided that they must call another meeting of community groups, report to them what they had done and get direction from them as to what should be done next. This meeting was called for Wednesday, May 28th.

Crisis Over—Temporarily

People came to that meeting not knowing what was going to happen, wondering what more they could possibly do. This was the most widely representative group yet called together. After telling the meeting what had happened since the last time they had met, Mr. Pigott opened a letter which he had received that day and until that moment had kept unopened in his pocket. This is the message he read to the meeting: "The Board of Governors of the University of Manitoba is pleased to announce that the Provincial Government, with the assistance of the Winnipeg Foundation, the Winnipeg Community Chest and the Jewish Welfare Agency, have provided sufficient funds to continue the School of Social Work for the next academic year.

Hitherto the school has given a one-year course leading to the Bachelor of Social Work degree. The funds now provided enable the

school to continue next session, with the addition of a second year course leading to the Master of Social Work degree".

After explaining the financial problems facing the Board, the letter went on to give excerpts from the final exchange of letters between the Provincial Government and the Board. The Board wrote on May 26, "As there is no assurance of adequate funds to support the course for a second year, it must be clearly understood that the course, of necessity, will have to be discontinued at the end of one year even though the first year students would be denied the opportunity to complete their course if the necessary funds are not provided".

The Government replied on May 27th ". . . all that we have suggested is that the course be temporarily re-instituted on the basis of a two year course since the moneys for this purpose are now available. It is naturally understood that unless the necessary funds are forthcoming from some source the school will have to be closed".

The school is re-established, but the Board of Governors has guaranteed its continuance only for a year. Continuing community interest is obviously of the utmost importance.

We didn't have space to print Miss Roger's article in full, but we must quote a bit from the part omitted. She says that some lessons to be learned from the Manitoba experience are that "we cannot extend our lines too far beyond our sources of supply and strength without running danger of defeat. And we cannot wait till the crisis is upon us and then start scrambling for community support. If the community has not been with us all along we are lost. And nothing gains support for social work like professional work well done. . . . A rural official who had seen social workers at work during the flood said: 'This is a terrible thing, this closing of the School of Social Work. Look what social workers did during the flood.'—Editor.

Some Questions That Need Answers

We have had serious questions raised in high places about the cost of training for social work. We have found a lack of knowledge of what social workers do and scepticism about the necessity for intensive training for that job. Along with this, but not often openly expressed, are questions about the place of 'welfare' in our society. "Just how far can we go in giving welfare services to our people and how much is it going to cost?" "Social Work training is contributing to the furtherance of the Welfare State. Would we not do well to nip it in the bud?" "Isn't social work outstretching itself and building up a service the community can't afford to support?" How serious are questions like this? How common are they? It is difficult to say how important a part they played in the Manitoba situation. They were certainly there in some quarters. They did not represent the point of view which finally triumphed in the immediate situation. But are they perhaps warning clouds in the sky which other schools and other communities would do well to heed?

Institutional Resources in Canada for Dependent Children

By K. PHYLLIS BURNS
Canadian Welfare Council

WITH almost 16,000 institutional beds for dependent and neglected children in Canada, distributed among 10 provinces across the Dominion, it is impossible to give a detailed picture of the resources represented in these institutions. Some are co-educational, some for boys, others for girls, many offer care to pre-school age children, while others limit service to school age groups. The auspices of the institutions vary, but a very substantial number of them are under religious sponsorship of the Roman Catholic Church, Salvation Army, the United Church and other Protestant groups.

Most Canadian institutions for children are autonomous organizations, many with Boards of Directors responsible for their administration and policy. In the communities where they exist, Community Chests and Councils of Agencies usually have local institutions among their participating members.

Provincial Responsibility

In some of the provinces, there is some responsibility assumed for the licensing and supervision of institutions, sometimes there is provision for health and safety inspection but only infrequently have the provinces provided as yet for supervision and consultation service with reference to the institu-

tions' programs and their care of the individual child.

Trend Towards Foster Care

For a time the Canadian child welfare services, like those in many other countries, appeared convinced that institutions did not meet the needs of children. As a result, many institutions had empty beds; some of them closed their doors to children and transferred their services to other groups. This trend was partly due to the fact that many of our institutions had not kept pace with the developing knowledge of children's physical and emotional needs nor of ways and means to meet them. Further, the growing importance for sound personality development which is attached to familial relationships led many thoughtful professional people to the conclusion that it was impossible for an institution to meet all of a child's needs. Hence institutions fell into disuse as fast as a sufficient number of foster homes could be found to care for dependent and neglected children.

Modification of Trend

During the past decade, there has been a substantial modification of this trend. The acute shortage of foster homes during the war years coupled with an increase in the numbers of children needing care forced many child welfare agencies to return to the use of

institutional facilities. Further, there has been a major change in the outlook and understanding of many Boards and staffs of institutions. In consequence, real impetus has been given to changes in intake policy, program and in individual attention to the children in care. This change has been demonstrated by the eagerness with which institutional staffs have used opportunities for in-service training and refresher courses. Some institutions have begun to use a child welfare agency in the community as an intake service; a few have been able to employ a qualified social worker to become intake officer and also to undertake case work service to individual children or to take charge of the recreational program. It is further demonstrated by the efforts being made in a substantial number of our institutions to employ a better quality of staff and especially to secure workers who have some understanding of children, their patterns of growth and their needs.

The New Institution

Canadian institutions also see their role in the child welfare services of the community in a different light. Some of the changes being made are in the direction of changing the institutions from large barrack-like buildings, housing hundreds of children from infancy through adolescence, to specialized arrangements for small groups of children. The institution becomes a place for children to prepare for return to their own homes or for placement in foster

homes, or it is used as a treatment resource for behaviour problems which are amenable to institutional treatment.

Our children's institutions are less and less frequently being used as permanent residences for children who have been deprived of their own homes, but are definitely beginning to be a specialized type of care more suited to the needs of certain children whose family situations, personality problems or behaviour indicate that they will profit from an experience of group living. It must be borne in mind that this concept represents only a trend, but examples of it are to be found in Embury House, Regina, at The Children's Home and St. Agnes' School, Winnipeg, in St. Faith's Lodge, Sacred Heart Village and The Nest in Toronto, Sunnyside Children's Home, Kingston and Le Secretariat de l'Enfance operated by Les Equipes Sociales in Montreal.

Special Conditions in Quebec

In outlining the institutional picture in Canada, there are some special factors which must not be overlooked. The first concerns particularly the institutional resources in the province of Quebec where about two-thirds of the total institutional beds for dependent and neglected children are to be found. Almost without exception these institutions are under religious auspices and are directed and staffed by members of religious orders. These institutions are definitely a part of the culture and social structure of the province, they seem to

represent "places of safety" to many parents. As a result, these institutions not only care for homeless children, but they may provide boarding school facilities for children who belong to families living at a distance from proper schools, or whose parents, because of the responsibility of a large family, place some of them for the school year to be sure that their general education and moral development are assured.

The recent child welfare legislation in the province of Quebec and the recent organization of diocesan child welfare societies are providing a better screening of children for whom institutional care is requested.

Advances in Quebec

Institutions in the province of Quebec have shown themselves quite responsive to the newer knowledge of child development as it affects infants particularly. In spite of the general recognition that institutional care is undesirable for infants and of the trend away from it in other provinces, many Creches remain in Quebec. Their existence is in no small measure due to the very recent development of foster home care and adoption programs in the province, and the comparatively large family unit which is common in the province. To compensate for some of their deficiencies as an infant care resource, these institutions have developed a program of training for Nursery Aides under which young women interested in small children are given special

training in their care and at the same time provide the badly needed extra personnel to give the babies a reasonable amount of individual care.

Family Allowances

For some of the strides in improving the quality of their services, institutions in Quebec and in other provinces too, give a good deal of credit to Family Allowances—paid on behalf of children in institutions only when their parents, or a recognized child placing agency, are maintaining them. The significant point, however, is that this extra income received on behalf of individual children has provided them with toys and other play materials, outside clothing, and similar equipment, which has gone far to promote the normal growth and development of many of these children who otherwise might have lacked opportunities which we desire for all children.

Improvements Needed

The institutions themselves would be the first to point out how much more needs to be done in this field of child welfare before their work has reached a standard to be proud of. Perhaps the most urgent need is for more and better qualified staff who will be able not only to give good physical care but also real understanding and help with everyday problems of living. Secondly, the majority of our institutions do not have plants and equipment designed to give the kind of care they desire. The occasional institution, like Toronto's

Sacred Heart Village, has new buildings designed on the cottage plan but many are struggling to implement new-fashioned ideas in old-fashioned buildings, with a heavy toll being taken of staff as a result. The institutional resources are regaining their status as an integral and important part of the child welfare services of the com-

munity but they need to develop techniques for working closely with other community resources. To be as effective as possible, they require supplementary resources which are not always available to them—child guidance clinics, vocational guidance and special educational opportunities for some of their children are obvious needs.

Social Security for Asia — India Leads the Way

IT is fitting that India should be host to the International Conference of Social Work this year. For this year has seen the introduction of the first major social security legislation in Southeast Asia.

India has taken the lead with her Employees' State Insurance Act. This Act will ultimately cover 2,500,000 employees in all-year-round factories. And the Government has power to extend it in due course to all workers—including agricultural employees.

As a beginning, though, only 150,000 workers in the industrial areas of Delhi and Kanpur will benefit.

What the Act Provides

Under the new Act medical care is free, and there are cash disability payments of approximately 7/12 of the average wage. No conditions are attached to these payments.

Other benefits—such as sickness and maternity—are paid if contributory conditions have been fulfilled.

When a worker dies his dependants are entitled to money payments for "the period of need."

Historical Development

Social security did not come to India overnight. As was the case in many Western countries, her first steps in this direction were piecemeal.

Beginnings were made in 1923 with the Workmen's Compensation Act. Then followed various Maternity Benefit Acts.

The Royal Commission on Labor in 1930-31 recommended Sickness Insurance. But it wasn't until 1943 that action was taken to draw up a tentative scheme for over-all health insurance for workers, including workmen's compensation, maternity and sick benefits.

In April 1948 the Employees' State Insurance Act, insuring against all these risks, was placed on the statute books. A 1951 amendment extended it to all employees in year-round, power-driven factories employing 20 or more.

Administration

The Act is administered by a government corporation. The executive work is done by a standing committee, and there is an advisory Medical Benefit Council.

Finance

The corporation is maintained by contributions from employees and employers. The lowest paid workers are exempt from contributing. Others pay on a gradually rising scale, depending on their daily wage rate. (The higher paid workers contribute approximately 2 per cent of average wages.)

Where the scheme is already in effect employers will pay $1\frac{1}{4}$ per cent of their total wage bill. Elsewhere they contribute $\frac{3}{4}$ of 1 per cent. Altogether collections will likely amount to about Rs. 20,000,000 (\$4,100,000) annually.

Health Services

The States are to administer the health services. They will also carry one-third of the cost of medical care, the remaining two-thirds to be paid by the corporation. The central government is to meet two-thirds of the administrative cost for the first five years.

Plans have been made for orderly extension of coverage by regions.

CWC's volunteer workers are extending their lines of activity beyond Canada. Of our magazine's editorial board, Mr. Raymond Bériault has had to resign to go to Cambodia on a UNESCO mission as fundamental education specialist, and Mrs. Esther Clark Wright is on her way to the International Conference of Social Work in Madras, India. Dr. Robert Westwater, formerly chairman of the publications committee, is setting up a school system for some 400,000 displaced Arab children in Lebanon, Syria and the Gaza region. He will be working under the United Nations Relief and Works Agency, with headquarters in Beirut.

Punjab will be included before the end of this year. Then Greater Bombay and Bangalore (January, 1953); Madras, Calcutta, Nagpur and Jubbulpore (July, 1953) and Ahmedabad, Sholapur, Agra, Coimbatore, Asansol and Burnapore (January, 1954). By July, 1954 all places with 5,000 or more industrial workers will be in; the few remaining workers by January, 1955.

Old Age Security

Most industrial workers in India now have some measure of old age security through "Provident Fund Schemes" established by the central government.

There are funds for coal miners and railroad workers as well as for workers in other selected industries throughout the country. Employees and employers make equal contributions amounting to $6\frac{1}{4}$ per cent of the wage from each.

In spite of these tremendous advances the people of India do not plan to rest on their laurels. "Indeed," says the Government with typical Eastern modesty, "the goal of a completely satisfactory scheme of social security is still far off."

This article is based on *Caravan of India*, Vol. 3, No. 7, July 31, 1952. Government of India Information Services, Ottawa, Canada.

WHEN EVERYBODY PLAYS THE GAME

By JANE B. WISDOM

Reprinted by permission from the *Cape Breton Mirror*, April 1952

IT IS a welcome change, perhaps, to turn away from the laments one so often hears over the vanished spirit of our forefathers, the spirit of "individual initiative and enterprise" on the part of the average citizen in respect to the affairs of his community. Come along with me then for a little while to one of our so-called "typical" mining towns in Cape Breton. Take a peek and see for yourselves how one neighborhood alone, made up of sixty-three families found themselves the proud possessors and operators of a well-equipped playground almost overnight, and all by their own efforts —this in addition to a club house serving as a real community centre for an ever-enlarging programme of neighborhood events.

And it must be remembered that these towns with their crowded sections and colliery districts, just as well as our big cities, have been coping with their own community problems: traffic accidents are not uncommon where children have only the streets to play in, and no safety zones or red and green lights, while police regulation is found only in the commercial centre in the heart of an ordinary sized town, and again juvenile delinquency statistics keep mounting just as in large places, the surplus energies of boys and girls looking for outlets which are hard to find in any town, big or little.

The story is that of Bridgeport, an old residential section of one colliery district in the town of Glace Bay, practically one street, a so-called "miners' row", where the first "Company houses" were built about 1865. The dwellings, now improved, are no longer Company property but are self-owned by the miner occupants themselves. Strangers would find fascination in the very name "Row Street" and still more would fall under the spell of Row Street *atmosphere*, were they fortunate enough to cross the hospitable thresholds of the people who live there—mostly the descendants of the first employee tenants of the Dominion Coal Company. The comparative isolation of the section away from the rest of the district, and the more or less permanent character of the population no doubt have given it the advantage of village unity with perhaps the average percentage of village rivalries and discord. It is not surprising to find that the neighborhood followed the not unfamiliar pattern in organizing their own working-men's Athletic Club. Actually, since 1945 the group assumed the formal name of "Row Street Athletic Club," making use of a small property and building acquired at little expense from a local resident. For a time it served as a gathering place for a Saturday night card game and a committee room for groups interested in or-

ganizing intercolliery sports. But the women did not want to be left out in the cold, and soon, with their help, a series of card games was organized in the district to raise funds for a better and more commodious building. Then the snowball began to roll. Adjoining *unused* and apparently *unusable land* was leased from the Dominion Coal Company at a nominal rate to fore-stall encroachment, and soon these people began to have fun with ideas of their own. The membership, at one time up to seventy-four, boiled down to forty very active members in good standing, (plus their wives) —a good proportion of sixty-three families. It took only a few months to accumulate a fund of \$800.00, and a local lumber concern readily accepted this as a deposit on a contract for a club house with a dancing floor 60 by 30 feet, with the balance of the cost paid on monthly installments, fully met by the members as the work progressed. The old club house adjoining was used as a sort of annex and the foundation excavated 20 feet by 30 feet for a concrete foundation for a heating unit. Gradually, as funds permitted, other improvements and conveniences were added, the women taking over responsibility for the completion of a kitchen—all within a few months.

By the spring of 1950 the Bridgeport Athletic Club was getting good use of their quarters, but those men and women had families and they were not satisfied because the kiddies, their own and all others

in the entire school district, were not getting their share of the fun; those children still played in the roadway and "across the tracks" where coal trains constantly passed to and fro. With the help of the school principal they seized on the approaching 24th of May holiday as an occasion to run off a district sports day programme. It is true, the roadway actually had to be used for the 25 to 100 yard dashes (with the permission of the town authorities to suspend other traffic), but the Mayor himself and the Councillor of the Ward were there for the occasion with other local celebrities on an improvised wooden stage where prizes donated by interested merchants and firms were presented. All the effort entailed was that of the members individually and collectively—planned carefully but in short order, and *there in the offing was that rough "unusable" land while the sports "field" was the street!* This paradox had an immediate effect upon the active mind of Mayor "Dan Alec" (McDonald, of course!) as he looked about him after the 100 yard dash and for three days following the Town Street Department bull-dozer did miracles to that leased useless land in the rear. They tell you that on June 19 the "first sod" was turned on a sports field 275 feet by 425 feet, and August 2nd was set as the opening of a beautifully levelled field and playground with the blue expanse of the Atlantic Ocean as its background. In the interval, hard work after a man's

shift of work in the mines was the order of the day—and night—for some members of the Bridgeport Athletic Club.

But if you take a careful look at that playground equipment you will be curious to know how it all got there: if you know anything about the cost of slides and swings and teeters you will take a second look. The public were not solicited: no service club came to the rescue, but the best seems to be there. This is the part of the story that cannot be told in its entirety: it cannot do justice to the ingenuity and initiative of the Playground Committee of men which the Club set up in the early spring to carry through. If you ask Angus McDougall, the Chairman, too many questions he will call in his "master mechanic" and designer Danny McInnis, who, with his able assistants "John James" Saccary, "John Jo" McLean, Reggie McPherson and Neil Walker, made a team who worked with their brains and their hands in their spare time for six weeks—brains and hands that must have had good training in producing coal under the blue Atlantic Ocean. There are two stream-lined slides—a large one and a small one, six tilts, four new type swings, a unique merry-go-round, horizontal bar, revolving hand swings, a baby "guarda" revolving chair (donated by the inventor and manufacturer in Glace Bay), also sand boxes for the tots and a marvellous concrete bowl large enough to sail small boats.

An old pit wheel was the inspiration for that merry-go-round—its circular wooden floor made by hand by the rules of geometry—the galloping steeds recognizable as old friends—nursery rocking horses collected from the neighborhood. Ideas just sprouted and grew!

For the bigger acrobatic youngsters, besides the horizontal bar and revolving hand swings, the masterpieces of ingenuity are the swings and slides. The latter, sturdy, well finished articles in two sizes, were constructed by hand and if anything, are superior in appearance to the manufactured apparatus familiar in city playgrounds. It is the swings, however, that will repay examination and can best be appreciated by qualified mechanics—and by the children who are fascinated with the easy gliding motion of specially constructed ball-bearing parts set up on shafts run through four inch pipe—bolted on planks—packed in grease—mysteries of construction beyond the comprehension of a mere woman. For the small folk, besides those sand-boxes, oh joy, there is that wonderful concrete bowl or small lake, four feet in diameter and just the height for sailing the little boats of little boys—its only cost: haulage from a local cemetery where it had lain unused—a "dead" issue for many years (whatever the original intention!) now sprung into life for the use and delight of little children. You move on to the never failing tilts (see-saws we used to call them) always in full use—these constructed by the club members from suit-

able planks donated by the enthusiastic lumber dealer who enjoyed his contract to an unusual degree: he caught the spirit of his customers!

And appearances were not overlooked—a donation of paint turned out to be red, white and blue, and very effective use was made of the combination throughout the grounds—with the well designed sign board at the entrance setting the color tones—an old disused commercial scroll artistically lettered with forms supplied by interested Sisters from a nearby convent. "*Bridgeport Rows Athletic Club—Children's Playground*," in red, white and blue greets the visitor pleasantly as he approaches or passes by.

The end of the story cannot be told. Already plans for the development of the ball field are under way. Softball games were in full swing the first season: a rink is envisaged when the playground apparatus, which is constructed for dismantling, has been packed away for the winter—seats and benches for the mothers—or it may be the grandfathers and grandmothers who want to watch the goings-on. Not the least, in the Committee's thought has been the maintenance of the equipment, and they have organized a corps of captains among the children of different ages who display

arm-bands of office and have the responsibility of general care of a particular piece of apparatus and also act as field marshals when the curfew blows and the playground is cleared. Untold possibilities loom up as an active Home and School Association has cooperated with the Playground Committee and the Women's Auxiliary Committee of the Club. A "treat" was given the children by the Home and School Association following the official opening ceremonies—among those present the Mayor, the parish priest, school officers, the colliery manager—and a "Mountie" to add color. A fine spirit of unity among the district groups is being fostered.

More and more the Club House is coming to be used as a community centre—the Committee are looking for films of an educational as well as of an entertaining nature: dances, games and meetings of all kinds are being scheduled. Mistakes may be made but experience is being gained and other districts envy the achievements of the "*Bridgeport Athletic Club*"—achievements that are "of the people, for the people and by the people" and truly "God helps those who help themselves." In a town of 27,000, sixty-three families have shown what can be done by working together in their own neighborhood.

Jane Wisdom, author of this article, has been for ten years municipal welfare officer of Glace Bay, N.S. Her special interest is social services in the industrial areas of Cape Breton.

ABOUT PEOPLE



The new executive director of the Welfare Council of Greater Winnipeg is Miss

Anne DuMoulin, who has been assistant professor of social work at the University of Manitoba for the past three years. Miss DuMoulin is a graduate of the British Columbia School of Social Work, with group work as her specialty, and was at one time on the staff of the Alexandra Neighbourhood House in Vancouver. **Myles MacDonald**, who has been interim executive director of the Winnipeg Council, became assistant executive director of the Council of Community Agencies of Nashville and Davidson County in Tennessee, on October 1. His address will be 315 Fourth Avenue North, Nashville 3.

Mrs. Robert McQueen is now at Queen's University working as assistant to Alex Edmison in the Endowment Office.

Mrs. Gretta Andrews has resigned from the staff of the Montreal Council of Social Agencies to give her time to family life. For the past four years she has acted as executive assistant for the case work section.

Mary Easterbrook, who was on leave of absence for ten months to study, has received her degree of Master of Social Sciences from the Smith College School of Social Work, and has returned to her duties as supervisor of the child placement branch of the Division of Public Welfare in Greater Winnipeg and St. Boniface.

Elsie B. Heller has been appointed executive director of the Ottawa YWCA to

succeed **Mary Hamilton** who has become executive director of Neighbourhood House in Winnipeg. Miss Heller is a graduate of the University of Kentucky, Columbia University, the National YWCA School of Administration and the School of Social Administration of the University of Chicago. She had extensive YWCA experience in the United States before coming to Canada, and is a member of the American Association of Social Workers.

Laurence J. Best, former Children's Aid Society worker at Hamilton, has been appointed executive secretary to the Big Brothers, Ottawa. He succeeds J. R. McKnight, who has become Deputy Judge of the Juvenile Court of Ottawa.

Fredda Peden has recently returned with a degree from the School of Social Service Administration, University of Chicago, to become head of the Verdun district of the Family Welfare Association, Montreal. Miss Peden has previously been on the staff of the FWA and has also been on the social service staff of the army and with the social service department of DVA in Saint John, N.B.

Mrs. Nell West has been appointed to the staff of Havergal College, Toronto, as head of the boarding school. She has had wide experience in administrative posts, having been Director of Women's Voluntary Services under the federal Depart-

ment of National War Services, Superintendent of the Training School for Girls at Galt, Ontario, and a worker overseas with UNRRA.

Fred Hubbard, formerly general secretary of the YMCA in Vancouver, has succeeded the late John Wellington Beaton as metropolitan secretary of the YMCA in Montreal.

Clare Gass left her position as director of the social service department, Montreal General Hospital, Western Division, at the end of September. Miss Gass began her social work career in 1920 when she joined the staff of the Family Welfare Association, Montreal, after having served in the Canadian Army as a nurse during the first world war. In 1924 she went to the Western Hospital. She has been a leader in the work of the Eastern Canada district of the American Association of Medical Social Workers.

On September 15 **Miriam Ferns** of the Public Welfare Division, Manitoba, assumed the duties of Supervisor of Mothers' Allowances in Greater Winnipeg and St. Boniface.

Joyce Sigurdson, formerly with the child placement branch of the Manitoba Public Welfare Division, was promoted to the position of supervisor of the Division office in Dauphin, serving the area west of Dauphin, and began her new work in July.

Glyndford P. Allen, BSW, has been transferred from the Nova Scotia regional office, Department of National Health and Welfare, to the Saskatchewan Region, with headquarters in Regina, where he holds the position of supervisor of welfare services for Family Allowances and Old Age Security. He succeeds Robert H. Parkinson, who has been

appointed chief supervisor of welfare services for family allowances and old age security in the Department of National Health and Welfare, Ottawa.

Malcolm A. MacLean has been appointed executive secretary of the Regina Community Chest. He was previously a member of the staff of the Welfare Federation of Montreal.

Richard B. Splane began work in the social security section of the research division, Department of National Health and Welfare, September 1. He has recently received the degree of MSW from the Toronto School of Social Work, and is now the first candidate for the new doctoral degree in social work established in the University of Toronto.

Marjorie E. Coke is on leave of absence for one year from the research division, DNHW, to study at the School of Social Service Administration at the University of Chicago.

Edith P. Hawkins has joined the faculty of the Maritime School of Social Work as a unit supervisor. Miss Hawkins studied at the McGill School, and was formerly on the staff of the NS Department of Public Welfare and of the Family Welfare Association of Montreal.

Doris Harrison resigned as program secretary of the YWCA in Halifax this summer and has gone to the job of executive director of the YWCA in Galt, Ontario.

L'Abbé Louis-Philippe Latulippe, director of the Conseil des Oeuvres, Montreal, and a regional adviser for the CWC, has been elected a vice-president of the National Conference of Charities (U.S.) which has a number of Canadian members.

BOOK REVIEWS



Moral Problems in Social Work,
by Charles R. McKenny, S.J.,
M.S.S.S. The Bruce Publishing
Company, Milwaukee, 1952. 131
pp. Price \$2.50.

Moral Problems in Social Work is a reference book which sets forth general principles governing the morality of human acts, and then relates these principles to situations which may arise in the daily life of a social worker. The science of ethics, from which most of these principles are drawn, is the philosophical discipline which determines, according to right reasoning, whether a human act may be designated as good or bad in itself, in its perpetrator, and in its circumstances. Consequently, the book has an appeal to more than just the Catholic social worker.

The first half of the book is devoted to an exposition of the ethical principles upon which judgment of acts is based. Here, the author treats of morality in general; of objective morality as crystallized in a natural law (what seems right or wrong according to nature) and in a positive law; of objective morality and the right to act when it is a question of cooperation on the part of the worker in an immoral act; of objective morality, and the right to act in a case of double effect, one good and one bad; and of subjective morality, that is, the subjective state of one's conscience as it affects morality. Because these sections are sparsely illustrated by examples from the field of social work and because they are of necessity much abbreviated, they may prove difficult, and consequently

dry, reading to some. Perhaps, from the point of view of interest, it would have been better to use short, selected cases to bring out the exposition of the principles, as has been done in some books relating ethical tenets to the field of medicine.

The second half of the book treats of particular instances in the social work process where a knowledge of the general principles is necessary. Here, the author considers problems of confidentiality and of acceptance; problems of social group workers; problems related to the preservation of life and bodily integrity; problems related to chastity, marriage, birth control, and inoperable cases.

In all, the subject matter of the book is logically approached, and is timely in that it fulfils an oft-expressed need in social work circles. The bibliography is good but might be of more value to the reader if grouped according to the various divisions of the subject matter.

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Research Methods in Social Relations, by Marie Jahoda, Morton Deutsch and Stuart W. Book. Dryden Press, New York, 1951 (Toronto: Ryerson Press). 2 vols., 759 pp. Price \$4.50 each volume.

This book is presented under the auspices of The Society for the Psychological Study of Social Issues. It is, to a large extent, the product of committee and group activity and reveals detailed and integrated plan-

ning throughout its twenty-two chapters.

The original purpose of the initiating group was to produce a book on the measurement of prejudice. A change of focus, arising from group discussions, resulted in a more comprehensive approach to research process as a whole. Part I is devoted solely to research methods in the study of social relations with illustrative material drawn from the area of social prejudice as reflected between people of different racial, religious and national backgrounds. Part II is concerned with a detailed presentation of selected techniques and of technical problems involved in applying them. Chapters in Part II were written specially for the book by experts in special fields.

The authors emphasize that research in social relations should be practical, that it should be applied toward the solution of current problems and that close working relationships should exist between the social scientists and people directly concerned with formulating social policy. In taking this position the authors are keenly aware that special problems arise in developing such a partnership. Throughout the text, in the discussion of research methods, and in the use of illustrative material, a persistent effort is made to portray the research process as a major help in determining and re-determining social policy.

At the same time the authors are very conscious of the limitations and pitfalls in research if definitive guides for action are based on a narrow specialized approach. For this reason, they repeatedly stress the importance of clear definitions, carefully worked

out objectives and tight discipline in assessing the researchability of a project and the methods required to carry out the task. They see efficiency in research depending basically on the formulation of the problem to be studied. This is not only the first but the last step in scientific inquiry.

A broad approach is made throughout to all basic processes. In discussing research design, exploratory and descriptive studies are given an important place because of the insights they may provide in refining topics. Such studies call for imagination and are not to be scorned "because they lack the elegant rigor of the experimental study". The chapters on data collection, analysis and interpretation, and application of social research provide extremely helpful illustrative material as well as clearly reasoned presentations of research techniques. The authors, at all times, give a prominent place to the insight and imagination required by researchers if they are to make effective use of techniques. They do not see knowledge being advanced through studying the facts alone. They insist that there must be a problem which guides the search for some order among the facts and through which the problems may be solved.

This book is basically for research students in the social sciences. The clearly reasoned presentation, the comprehensive approach taken, the frank recognition of limitations and the integration of social research and theory make it a valuable addition to research literature.

JOSEPH E. LAYCOCK,
Welfare Council of Ottawa,
Ottawa.

Children In Trouble, An Experiment in Institutional Child Care, by Frank J. Cohen. W. W. Norton & Co., New York, 1952. (Toronto: George J. McLeod). 251 pp. Price \$4.50.

Children in Trouble will prove most interesting and informative for administrators, supervisors of children, counsellors and cottage parents engaged in caring for both dependent and delinquent children. As suggested in the introduction, "The better the staff the better the child care," its aim is to present a philosophy and a treatment program to adults entrusted with the care of emotionally disturbed children. The author, Frank Cohen, is Director of Youth House, New York City's detention home for the temporary care of delinquent children. Based on training courses given to child caring workers and on his own experience of twenty years engaged in that type of work, the book describes the program, organizational steps and staff work necessary for a constructive approach to the successful treatment of delinquent children.

Its emphasis is on the adults, whose understanding of the emotional problems that caused the child to come in conflict with the law will enable them to give sympathetic guidance. Children being very sensitive to the reactions of adults, and knowing that in the past their parents, teachers and other community leaders have failed them, look to adults endowed with patience, understanding and concern for them.

The emotional experiences of children committed to institutions are also interpreted for us. This covers those sent as dependent children as well as the delinquents, who have been placed because of conflict

with the law. The author gives us an insight into the difference of attitudes of boy and girl delinquents towards being institutionalized. Some of the unfavorable features of institutional life are considered with suggestions for adaptations that would aid the children. Institutional life is justified partly for the benefits it affords in group living and partly as a relatively impersonal environment, where the emotional maladjusted child may solve his problems.

The philosophy of "Permissiveness", a non-punitive method of treatment, is based on the recognition that the punitive method has failed to develop self-control. Experience has proven that in most cases simple custodial care has protected the community by removing for a time children inclined to antisocial behaviour. Group pressure is considered an important factor in the permissive setting. The pressure is exerted by the approval of the group and by the child's own participation in constructive activities of the group.

Conflicting opinions seem to be expressed about group pressure and participation of the children in the program of the institution. Examples given in part of the text seem to condemn some effects of group life and commend others where there seems to be no appreciable difference in the examples cited.

Another basic requirement of "Permissiveness" is the acceptance of the theory by the members of the staff. In a chapter devoted to the permissive adult, a few practical considerations are given the staff to help them resolve the emotional effect on adults of the acceptance and practice of permissiveness. Routine and emergencies of institutional life present challenges that the adult must

be able to solve with great patience and judgment. The emotional conflicts that may arise are considered in relation to emergencies and to everyday occurrences that might present themselves.

Factors necessary for the efficient operation of an institution are considered as follows: staff coordination, training of staff and a medical and clinical staff. The dominant note is recognition of each member's contribution to a successful program. Fine examples are given of the use of procedure manuals and administrative directives. The purpose of the manual is to give the worker a more active comprehension of his assignments and practical suggestions and techniques that eliminate the elements of chance or spontaneous inspiration. Remote and proximate preparation for duty are the keynote. The administrative directives formulate uniform policy decisions. The uncertainty of "What do I do now?" or "What is he going to do about it?" is removed.

A comparatively recent problem confronting those who care for juvenile delinquents is the problem of drug users. A section of the book is devoted to the findings and methods used at Youth House. Findings show that the youngest drug user in a group of fifty-six studied was twelve years of age, and forty-seven of them were in the fourteen-fifteen year category. It is to be noted that the term drug user was employed to distinguish youngsters from the drug addict. Certain restrictions were imposed on drug users that were not necessary with the other children.

The chapters on *Tomorrow's Juvenile Institution* and *The Planned Facility* give practical suggestions for those now engaged in child care and for those contemplating it in the

future. There are suggestions about location, size of units, interior maintenance, supervision, religious guidance, leisure time program and clinical provisions. Six cases are considered in part two of the book. These include the following reports: that of the social worker, the psychologist, the physician, and the psychiatrist. These represent a cross section of the youngsters received at Youth House.

BROTHER ANTHONY, F.S.C.,
Saint Patrick's Home,
Halifax, N.S.

The Adolescent and His World, by Irene M. Josselyn, M.D. Family Service Association of America, New York, 1952. 124 pp. Price \$1.75.

Much has been said and written in recent years on the perplexing and intriguing subject of adolescence. Indeed, *What Teen-Agers Think About Adults* and *What Adults Think About Teen-agers* have become almost as much the topics of the day as the atomic bomb—and almost as explosive! Here we have an objective, yet warmly sympathetic, authoritative and delightfully readable presentation of the whole problem by a noted psychiatrist who has already made many contributions to the field of social work.

In this book, as in her recent *Psychosocial Development of Children*, Dr. Josselyn demonstrates her ability to combine technical knowledge with a keen awareness of the problems of everyday life, and a sensitivity to people as human beings which make her writings particularly applicable to social work. Whether or not the reader chooses to accept the psychoanalytic interpretations advanced in some of the chapters, he cannot fail to be impressed by

the common-sense, down-to-earth approach, based on wide experience, which pervades the whole book.

Dr. Josselyn portrays the adolescent in all his moods—"challenging and irritating, baffling and obvious, charming and crude, stimulating and dull, frustrating and gratifying." As she says, the only generalization one can make about an adolescent is that he is always a contradiction. Then, with clarity and preception, she goes on to explain the reasons for the contradictions, and they are many. All of us who, as social workers, have responsibility for helping troubled adolescents and their equally troubled parents, would do well to give careful study to these reasons, for understanding of the dynamics of behaviour is a *sine qua non* in dealing with such a complex subject as the adolescent.

Of particular significance to social workers, too, are the comments the author makes about the impact of the adult's own personality on the impressionable adolescent in any close relationship. Dr. Josselyn emphasizes that the adolescent is supported in his struggle toward maturation by an adult who has himself worked out a satisfactory adjustment to life, but may be seriously retarded or permanently damaged by one who has not.

The author has some interesting things to say about the effect of certain aspects of our social structure on the problems of the adolescent. Our school system, recreational pursuits, mores, and even modern methods of sex education are examined in the light of their effectiveness in aiding the adolescent, and we are shown how, in many instances, they increase rather than minimize the pressures upon him.

EILEEN DUFFY,

*Children's Aid Society,
Hamilton, Ont.*

Legal Aid in the United States, by Emery A. Brownell. The Lawyers Co-operative Publishing Company, Rochester, N.Y., 1951. 333 pp. Price \$4.50.

Legal aid services in Canada are of recent development. So it is of particular interest to see how far the American system has advanced in the 75 years since the first office was opened in New York City. This book reviews the situation today.

It is a result of part of the Survey of the Legal Profession made under the auspices of the American Bar Association, and contains "the facts as to the availability of lawyers' services to persons of little or no means" on the other side of the border.

Detailed statistics are given to show the services provided and the workload carried by individual offices as well as the number of staff members and the positions they hold.

We learn that there are now 123 Legal Aid Offices in the United States; that at the close of 1949 offices with paid staffs were operating in 56 of the 124 cities having a metropolitan population over 100,000, and volunteer lawyers provided service in 17 other cities of this size. It is a surprise to find that there are only 11 social workers in all employed by these societies. And more than half of them are attached to the two Chicago offices.

But more important is the information that even today in the larger cities of America 3 out of 5 defendants in criminal cases cannot pay for counsel, and there are not enough experienced criminal lawyers who can afford to defend them without fees.

For the readers of *Canadian Welfare*, though, perhaps the most interesting and valuable part of the

book is the section on "The Family and the Law". Dr. Earl Lomon Koos, head of the Sociology Department, University of Rochester, planned an investigation of the need for legal services among urban low-income families. It showed that well over a third of the families were in need of legal services. Only about 3 out of 5 recognized the need for help, and only 2 out of 5 got the needed service.

It is now known that large sections of the country—especially in the rural areas—are without legal aid services of any kind. And even when there is a legal aid office, eligibility for service varies widely. The restrictions actually represent "a denial of equal justice and an incomplete Legal Aid service."

Help is generally given on a means test basis. This takes into account "the total income of an applicant's immediate family"—a practice that is open to question.

Each society makes its own rules as to what cases it will and will not accept. Some will have nothing to do with divorce cases. Others handle them if the circumstances fit into rules that they themselves lay down. But other kinds of legal problems also go untouched for reasons of another sort.

For instance, several societies reject bankruptcy cases. In Mr. Brownell's words, "The chief reason for this rule seems to be the desire not to lose the good will of merchants and other creditors from whom the societies must seek settlements for other clients."

And of course limitations on available funds often make it necessary to turn away cases even when they do fit into the rules. For the funds come mainly from the local community

chests. (Less than 10 percent of the costs are paid out of public funds.)

In spite of the obvious and serious defects of the American system, Mr. Brownell apparently considers it the best in the world. It strikes this reviewer as a little out of the way for him—the Executive Director of the National Association of Legal Aid Societies—to make the naive statement, unsupported by any evidence, that "the suggestion is strong that the American method of providing lawyers' services to persons unable to pay fees . . . is superior to either the English or to other systems."

This belief is apparently rooted in the fear that increased government support might endanger the freedom of the lawyers. Mr. Brownell is a lawyer who has spent practically his entire professional life in the service of Legal Aid societies. His concern for keeping the goodwill of the legal profession is evident throughout the book. Sometimes it appears to make him put the cart before the horse, as when he says, "The scope of the service and the policies of eligibility should be clearly defined in order that there may be no competition with private practice and in order that those who are entitled to use it may feel welcome."

In other areas too he shows a tendency to make unwarranted sweeping statements. A sociologist or public health worker would no doubt take issue with the unqualified assertion that rent levels are "an accurate gauge of socio-economic status." (p.42). That would be a simple answer to a quest that has been going on for years. A statistician would hardly agree that "as is the case with all

statistics, it is unfair to consider them as more than clues." (p.179).

And how many social workers—or lawyers for that matter—would let this statement go unchallenged?—"The overwhelming majority of private clients are economically independent, socially adjusted, and well above the average in their ability to compete in our complex industrial order. Legal aid clients, on the other hand, are relatively less favorably endowed." (p.208).

The author of this book admits that social problems are often involved in cases that come to legal aid societies. But he says, "The role of the social worker on the Legal Aid staff, except in offices conducted as part of a social agency, is still experimental. No definition of function has been evolved."

Strong objection is taken to provision of legal aid services as part of a social agency. Experience has shown that there is a tendency for it to become the exclusive legal department of the agency rather than a general community service. And the caseloads appear to be lower if the office is attached to a social agency.

These are reasonable criticisms. Nevertheless some of the difficulty in accepting the social worker as part of a legal aid system may be due to natural professional jealousy.

In developing the history of Legal Aid in the United States Mr. Brownell leans heavily on previous work on the subject by Reginald Heber Smith (Director of the American Bar Association Survey of the Legal Profession) and Professor John S. Bradway (Director of the Legal Aid Clinic at Duke University School of Law). This reviewer much prefers

their style of writing as well as their method of organizing and presenting their material. Except for the up-to-date figures about the situation today, Mr. Brownell's book adds little to what they have said.

SVANHUIT JOSIE,
Ottawa.

BRIEF NOTICES

Activities of the United Nations and of the Specialized Agencies in the Field of Economic, Social and Cultural Rights. United Nations, New York, 1952 (Toronto: Ryerson Press). 74 pp. Price 50 cents.

Child, Youth and Family Welfare, No. 1. Volume II of the United Nations Legislative and Administrative Series. United Nations, New York, 1952 (Toronto: Ryerson Press). A kit of pamphlets on legislation and administration in different nations. Price \$1.25.

Economic Measures in Favour of the Family. United Nations, New York, 1952 (Toronto: Ryerson Press). 175 pp. Price \$1.25.

In-Service Training in Social Welfare. United Nations, New York, 1952 (Toronto: Ryerson Press). 47 pp. Price 40 cents.

Unesco General Catalogue of Publications. Copies may be obtained free on request from University of Toronto Press, Toronto, or Service Général d'Abonnement Benoit Baril, 4234 rue de la Roche, Montreal.

Urban Growth and Municipal Finance, an analysis and study, by D. C. Corbett. Canadian Federation of Mayors and Municipalities, Mount Royal Hotel, Montreal 2, 1952. 32 pp. Price \$2.00.

COUNCIL PUBLICATIONS

Toys Children Like

Christmas is coming. What do you buy for a three-year-old? A six-year-old? Should you get a stuffed bear or a set of blocks?

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